

Parliamentary Under-Secretary to the Minister of Justice (Domestic and Sexual Violence Issues) Jan Logie MP

A package of family violence and sexual violence initiatives for Budget 2019

Date	3 December	er 2018	File reference					
Action sought Timeframe								
Forward	this briefing							
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Budget – Sensitive

These briefings have been proactively released. Some information has been withheld on the basis that it would not, if requested under the Official Information Act 1982 (OIA), be released. Where that is the case, the relevant section of the OIA has been noted.

Purpose

- 1. This briefing provides advice from the Joint Venture Board on options for the package of family violence and sexual violence initiatives for Budget 2019. You have convened a meeting of the Ministerial Group at 8:30am on Wednesday 5 December to agree the approach to the Budget 2019 package of initiatives prior to their submission to Treasury. Budget 2019 is the first of a multi-year approach to family violence and sexual violence, laying the foundations for further action in Budget 2020 and after.
- 2. Appendix 1 outlines the main discussion and decision points for the Ministerial Group, reflecting the Board's advice. This briefing is supported by the following attachments:
 - 2.1. A budget initiative to align and expand prevention and early intervention programmes for family violence and sexual violence, which includes a component that promotes innovation and best practice for integrated, community-led interventions that support effective parenting and growth of children in their early years [Appendix 2].
 - 2.2. A budget initiative to expand cross-agency integrated responses at the community level to family violence, and sexual violence within the family [Appendix 3].
 - 2.3. A budget initiative to stabilise the ongoing delivery of current specialist services to support victims of sexual violence and to respond to perpetrators, with accompanying annex listing the services that would be funded [Appendix 4].
 - 2.4. A budget initiative to provide dedicated resources to support the operation of the Joint Venture, including the business unit and the independent Māori body, Te Rōpū [Appendix 5].

Background

- 3. Preventing and eliminating family violence, sexual violence and violence within whānau are one of the greatest opportunities for government to improve wellbeing. It will mean that parents can provide love and support to their children; children and young people can grow up in safe environments with relationships of care, trust and connection; and adults can live their lives free of severe stress and the associated misuse of alcohol and drugs. It will ensure that all people, irrespective of their sexual orientation, can live their lives free of sexual harassment and discrimination.
- 4. The majority of government's current expenditure is committed to dealing with the aftermath of sexual violence and family violence. In addition to police, courts, health and child protection costs, most family violence and sexual violence services focus on crisis support. Less than 10% of overall expenditure is devoted to prevention and early intervention.
- 5. Government has agreed to sustained, cross-agency action to prevent and eliminate family violence and sexual violence, in partnership with communities and the sector. This is being led by a Joint Venture of the Ministry of Justice, Ministry of Social Development, Ministry of Health, Oranga Tamariki, Ministry of Education, Department

of Corrections, New Zealand Police, Te Puni Kōkiri, and the Accident Compensation Corporation.

6. \$\frac{\sqrt{9}(2)(f)(iv)}{\text{to provide a full set of }}\$\$
to provide a full set of These can build on the development of the Joint Venture as a collective way of working. \$\frac{\sqrt{9}(2)(g)(i)}{\sqrt{9}(2)(g)(i)}\$\$

7. s9(2)(f)(iv)

s9(2)(f)(iv)

This

package will start the journey to a future where all children and young people can live in loving homes, free from abuse, neglect and violence; where adults can live free from sexual abuse and violence, and where all victims can get the support they need to recover from the consequences of abuse.

Overview of a family violence and sexual violence package for Budget 2019

- 8. The Joint Venture proposes four complementary whole-of-government initiatives primarily drawing on:
 - analysis of the priorities to drive system transformation, and
 - cost pressures and unmet demand identified by agencies.
- 9. In presenting this package, we have tried to create headroom for initiatives that respond to Cabinet's ambition to transform our response to family violence and sexual violence. This will require a trade-off between the expansion of existing services, the roll-out of new integrated models for crisis response, and new investment in prevention.
- 10. The four initiatives are as follows:
 - 10.1. Pioneering an evidence-based prevention programme to change attitudes and behaviours at all levels of society, \$9(2)(f)(iv) schools; with locally-led, action learning initiatives to help parents, neighbours and providers create a safe and nurturing environment for babies and pre-school children (called "getting the early years right"). [Appendix 2: Budget Initiative 1].
 - 10.2. Evolve \$\frac{\sqrt{2}(f)(iv)}{\sqrt{2}}\$ proven models for a more effective integrated crisis response to family violence, and sexual violence within the family, at a community level (Integrated Community Response). These models have created better outcomes for victims, have improved safety through a focus on perpetrators, have forged stronger networks with local providers through more flexible contracting arrangements, and enabled smarter ways of working across government agencies at the front line. [Appendix 3: Budget Initiative 2].

10.3. Fund the ongoing delivery of specialist services (primarily sexual violence), which funding is due to terminate. This initiative recognises the significant pressures across baselines and for contracted services – including expiry of time-limited funding, unmet and increasing demand – and has been scaled in a way that maximises headroom (within any overall package) to invest new funding to drive change. [Appendix 4: Budget Initiative 3] \$9(2)(f)(iv)\$
10.4. Fund the operation of a dedicated business unit to support the operation of the Joint Venture, and supported by the independent Maori body, external advisory group(s), and external input into the evidence base [Appendix 5: Budget Initiative 4]. \$\frac{\text{s9}(2)(f)(iv)}{\text{s9}(2)(f)(iv)}\$
These initiatives will continue to be developed and refined at an official level and with this Ministerial Group, working towards a suite of Cabinet papers in March, seeking final decisions on the initiatives. These decisions would be subject to Budget 2019 decisions on the quantum of funding (if any) allocated to these initiatives.
9(2)(f)(iv)
9(2)(f)(iv)
Funding resulting from the initiatives will be reflected in appropriations as follows:
14.1. Initiative 1 (a package of largely new initiatives to prevent and eliminate family and sexual violence): \$\frac{59(2)(f)(iv)}{general sequences}\$ funding will be administered by individual agencies, \$\frac{59(2)(f)(iv)}{general sequences}\$ (a) \$\frac{59(2)(f)(iv)}{general sequences}\$ funding will be administered by individual \$\frac{59(2)(f)(iv)}{general sequences}\$ (b) \$\frac{59(2)(f)(iv)}{general sequences}\$ (c) \$\
14.2. Initiative 2 (responses to family violence, and sexual violence within the family, at the community level): \$9(2)(f)(iv) \$9(2)(f)(iv)
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BUDGET - SENSITIVE

- 14.3. Initiative 3 (stabilise the ongoing delivery of specialist services to support victims and to respond to users of violence): funding will flow to the individual agencies responsible for implementation, the Ministry for Social Development, Oranga Tamariki and Police.
- 14.4. Initiative 4 (funding for the Joint Venture Business Unit and supporting arrangements): funding would be allocated to the Joint Venture's existing appropriation (in Vote:Justice).

Next steps

- 15. The Ministerial Group is scheduled to meet on 5 December 2018 to agree the approach to the Budget 2019 package of initiatives. The advice in this briefing and the supporting appendices can be shared with Ministers as a basis for this meeting.
- 16. The Joint Venture will finalise the package of initiatives in light of feedback from Ministers. Final initiatives will need to be submitted to Treasury by 14 December 2018.

Recommendations

- 16. It is recommended that you:
 - 1. Forward a copy of this briefing to the Ministerial Group



2. Discuss the recommendations in Appendix 1 at the Ministerial Group meeting on Wednesday 5 December

Peter Hughes

Chair, Joint Venture Board – Family Violence and Sexual Violence

APPROVED SEEN

NOT AGREED

Jan Logie MP

Parliamentary Under-Secretary to the Minister of Justice (Domestic and Sexual Violence Issues)

Date 3 /12 / 18

Attachments: Appendices 2, 3, 4 and 5 are enclosed.

Appendix 1: Discussion points for Ministers has been withheld under section 9(2)(g)(i) of the Act and has been removed.

Appendix 2: Budget Initiative 1

Title of initiative:	Preventing family violence and sexual violence				
Purpose / context:	Exposure to violence as a child has lifelong impacts on child and youth wellbeing, and is the clearest predictor of whether someone will be a perpetrator or victim of family violence and sexual violence as an adult. One in 7 children in New Zealand grow up in violent homes, and 1 in 3 girls and up to 1 in 7 boys are subject to a form of sexual abuse by the time they reach 16.				
	These impacts can be intergenerational, and reinforce the most destructive and complex social issues facing New Zealand – including suicide, mental health, youth crime, and drug and alcohol abuse.				
	We know that family violence and sexual violence can be prevented – yet our current approach to reducing and eliminating violence in our communities does not prioritise this.				
	Total Government spend on family violence and sexual violence is approximately \$1.8 billion per year. Only \$30 million (1.5%) of this is currently targeted towards prevention, with the vast majority being spent on immediate crisis response and responding to harm after it has occurred.				
	This initiative will deliver a direct investment to prevent family violence and sexual violence – complementing the national strategy and action plan that will be launched by the Joint Venture in mid-2019. This will include:				
	Changing norms, values and behaviours – through new national and community campaigns to complement the launch of a national strategy and action plan, whilst maintaining gains made through existing programmes such as "It's Not OK!" and E Tu Whānau) [59(2)(0)(0)].				
	s9(2)(f)(iv)				
	"Getting the early years right" for children by creating an adaptive evidence-based implementation environment for communities and providers. This will test innovative approaches to help parents provide a safe and nurturing environment for their babies and pre-school children, s9(2)(f)(iv)				

s9(2)(f)(iv) All of these will be developed in partnership with communities and enable Māori to design and deliver approaches for Māori. The interventions in this initiative are based on international evidence Outcomes: and the advice received from the Chief Science Advisers. Examples of the kind of impacts we can expect are as follows: National social marketing, reinforced by locally-owned campaigns and community development, have been shown to reduce levels of violence at home by 40-60%, and sexual harassment and stalking in the community by 20%. s9(2)(f)(iv) Description Changing norms, values and behaviours Socially entrenched attitudes and behaviours continue to drive violence in New Zealand. We will launch national and community driven behavioural campaigns as follows: deliver national social marketing campaigns aimed at increasing public understanding of family violence and sexual violence and reducing tolerance to violence. We will work with news channels and social media to reduce myths and the minimisation of violence s9(2)(f)(iv) deliver locally-driven community mobilisation initiatives that promote healthy relationships through a variety of channels (neighbourhood initiatives, sporting clubs, church groups, etc) s9(2)(f)(iv) build on the high brand recognition and community ownership of current campaigns, and ensure they are mutually-reinforcing. We will maintain funding to current behaviour change campaigns (E Tu Whānau) [MSD \$8m]. s9(2)(f)(iv)

s9(2)(f)(iv)

s9(2)(f)(iv)

"Getting the early years right"

Evidence internationally, and from our Government Science Advisers, singles out early childhood interventions as critical for breaking the intergenerational cycle of violence. Programmes that strengthen the quality of parenting and early childhood development through traumainformed, wrap-around support to parents and their infants have been shown to halve rates of physical assaults on children, and improve cognitive development. Affected children are more likely to grow up into functioning adults who are gainfully employed, suffer less mental health problems, and are less likely to resort to criminal behaviour and perpetuate violence. Examples of successful programmes are summarised in the table below.

Pre-natal First 1,000 Days Age Two-Five Pre-natal support Targeted at parents Centre-based Outcomes: healthy birth weight, good brain health; Dutcomes: 120% by the contract of the cont

Parenting support

violent arrests; significant improvement in cognitive abilities by

 Targeted at disadvantaged parents, and parents whose children have behavioural issues (higher prevalence in disadvantaged families)

age five

· Intensive home-based or community-based

mother 52% less likely to be

pregnancy and post-partum

re-victimised during

Outcomes: 50% reduction in child abuse and neglect; improvements in child behaviour; improved child-parent relationships and positive parenting

Other Supports

- Targeted support for families and whanau in need, including financial aid, access to housing, and addiction treatment
- Outcomes: 18% reduction in partner violence; for children, improved education outcomes and reduced behaviour problems

Source: Centers for Disease Control and Prevention Reports (2014, 2016, 2017), and World Health Organisation Report 2010

s9(2)(f)(iv)

s9(2)(f)(iv)

There are also local examples of health and education providers trialling innovative models of service delivery in line with international best practice. In Mangere, for example, there are currently ECE centres offering both education and health services, and are trialling trauma-informed play therapy to accelerate the cognitive and behavioural development of at-risk children. There are also NGOs using new technology to help mothers track the time they spend talking to their babies.

We propose to develop three community-led adaptive evidence-based initiatives that align with and coordinate early years prevention activities already underway (through existing health and education providers) at the community level that provide additional funding to promote innovation and best practice and that measure the impact of this alignment and innovation on the behaviour and learning outcomes for the children in the affected neighbourhoods. This approach is in keeping with the latest report by the Chief Science Advisor to the Justice Sector who recommends a well-planned implementation strategy, balancing evidence-informed interventions and real world contexts to appropriately evaluate and maintain programme fidelity when implementing at scale.

Further detail on this component of the initiative will be developed with TPK, the Ministry of Health, Ministry of Education, Oranga Tamariki and the Child Wellbeing and Poverty Reduction Group for submission to Cabinet in March 2019.

Delivery and design:

Changing norms, values and behaviours

- current community development and social change campaigns will be delivered by a national team based in MSD, working in partnership with local community groups,
- a new national social marketing and community action campaign would be developed with MSD and other agencies with social marketing expertise, and designed with communities, to meet the needs of the Joint Venture.

s9(2)(f)(iv)

"Getting the early years right"

s9(2)(f)(iv) We will test and evaluate integrated innovative approaches to support in the early years, building and leveraging off existing services and innovation. The s9(2)(f)(iv) s9(2)(f)(iv) sites in South Auckland, Gisborne and Canterbury would coordinate existing support for effective parenting and early childhood care and fund and learn from innovative best practices. The sites will feed information and learnings back to the Joint Venture Business Unit to inform and influence national-level policy development and sharing of best practice across the country. Costing: s9(2)(f)(iv)

Appendix 3: Budget Initiative 2

Title of initiative:	Integrated community responses
Purpose / context:	This initiative will address the high level of fragmentation of service provision in the family and sexual violence sector, and the resulting burden that places on the victims, families and whānau affected by violence to get the help and protection they need, where and when they need it.
	People in need of help currently experience a system that is fragmented, complicated, and places the burden on victims to access the help they need. As a result, it is hard for victims to access appropriate services or interventions at the best possible time, and s9(2)(f)(iv) s9(2)(f)(iv)
	39(Z)(I)(IV)
	This initiative s9(2)(i), s9(2)(j), s9(2)(b)(ii)
	development of common practices across government and providers on referral pathways, risk assessment, safety planning and the provision of integrated suite of support to help the victim recover. It will be led by communities, with a level of strategic direction and national oversight provided by the Joint Venture to build local capacity, and provide an appropriate degree of autonomy to communities to deliver tailored responses to improve outcomes for families affected by violence.
	There are examples of these integrated community responses in some locations. This initiative will take the best of these examples, embed a focus on continuous improvement, \$9(2)(f)(iv)
Outcomes:	Integrated community responses will provide better outcomes for victims, families, whānau and perpetrators, while reducing costs to NGOs and government agencies. The direct benefits we expect to achieve include:
	Reduced harm to victims – reduced re-victimisation, through increased investment in early intervention services will also prevent more serious violence occurring before it escalates.

- Reduced reoffending through increased focus on stopping violence, and perpetrator responsibility.
- Improved outcomes for children through traumainformed services to support them as victims to recover, and to reduce the risks of negative outcomes as adults (including future victimisation and offending).
- Improved outcomes for Māori through investment in kaupapa Māori providers and adopting a whānau-centric approach.
- Efficiency gains and reduced costs through coordinated services and support, reduced gaps, fragmentation and duplication, and common frameworks and practices across agencies so that people can access the help they need where and when they need it.

Findings from the evaluation (being finalised) of existing pilot initiatives are positive, and supportive the integrated community response model proposed in this initiative. For example:

- Whānau who were interviewed valued the support they received, and Kaupapa Māori providers felt more enabled to support whānau.
- 90% of sector stakeholders saw the pilots as either effective or very effective, and 80% saw them as providing a good return on investment.
- For Māori victims there was a quantifiable population wide reduction in rates of re-victimisation (of 18%).
- 1/3 of previously high-risk cases were de-escalated from high to medium risk at the end of the 12 week evaluation period, and around 2/3 cases had no further family harm episodes.

Description:

This initiative builds on the gains made and emerging learnings from various pilot initiatives in communities across New Zealand, and best practice from comparable international models, to respond to family violence. We have practical experience of working in partnership with iwi and communities, and forged new ways of working collectively across agencies. We know that the core components of a successful model include:

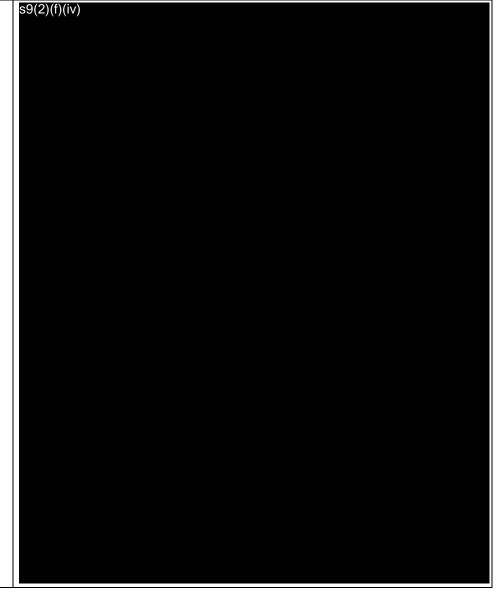
- Partnerships between NGOs, government, iwi and communities to enable local ownership and leadership.
- Skilled workforce and responsive organisations that can identify and respond to people's help-seeking wherever they seek help, and ensure access to specialist responses.

s9(2)(i), s9(2)(j), s9(2)(b)(ii)

- s9(2)(f)(iv) building capability to support local operations and commission services, and ensure that services and interrelated systems are well connected and meet the needs of communities.
- Cross agency information sharing and data management systems – to ensure where data is shared, it is kept confidential. In particular, to ensure that perpetrators never accidentally get access to information about their victims, and information is shared between agencies to effectively assess and manage the ongoing risk that perpetrators pose.

This initiative has been based on proposals from the Ministries of Education Health, Justice and Social Development, Police, Oranga Tamariki, which have been amalgamated and grouped, as appropriate, to eliminate overlap and duplication. It also learns from experience with the Police-led Integrated Safety Response, Place-Based Initiatives and the combination of Children's Teams into these approaches.

Delivery and design:



s9(2)(f)(iv)	

s9(2)(f)(iv)		

Appendix 4: Budget Initiative 3

Title of initiative:	Specialist services to support victims and to respond to users of violence			
Description:	This initiative will replace time-limited funding which expires at the end of June 2019, to maintain current contracted specialist services that reduce the harm associated and sexual violence. These will:			
	 provide support to victims of sexual violence; and 			
	 intervene with perpetrators of sexual violence to change their behaviours. 			
	There are options to provide additional funding to:			
	 expand existing specialist sexual violence services for victims and users establish new sexual violence services to address unmet demand, s9(2)(f)(iv) 			
	 provide new funding to enable changes to the justice system to support victims of sexual violence and ensure they are not revictimised as they navigate that system expand new approaches to Police practice to work more effectively with victims of family violence (video victim statements). 			
Outcomes:	The initiative will reduce the severity and longevity of the impact of trauma experienced by survivors of sexual violence — children, young people, and adults. This has flow on benefits for mental health and a range of other outcomes. Currently approximately 10,000 women, 1,500 men and 1,700 children receive this crisis support each year. s9(2)(f)(iv)			
	Services will reduce the impact of harmful sexual behaviours by children, young people and adults (\$\frac{1}{2} \text{2} \text{3} \text{2} \text{2} \text{3} \text{2} \text{3} \text{4} \text{2} \text{4} \text{2} \text{4} \text{4} \text{2} \text{4} \text{4} \text{4} \text{5} \text{2} \text{5} \text{2} \text{2} \text{3} \text{4} \text{5} \text{4} \text{5} \text{6} \text{6} \text{7} \text{6} \text{6} \text{7} \text{7} \text{6} \text{7} \text{7} \text{6} \text{7} \text{7} \text{7} \text{7} \text{7} \text{7} \text{8} \text{7} \text{7} \text{8} \text{7} \text{7} \text{8} \text{8} \text{7} \text{8} \text{7} \text{8} \text{7} \text{8} \text{8} \text{7} \text{8} \text{8} \text{7} \text{8}			
	s9(2)(f)(iv)			
	If reforms to the criminal justice system were funded \$9(2)(f)(iv), these will reduce the risk of victims of sexual violence experiencing secondary victimisation, and reduces the risk of resulting harm. This will also increase the likelihood of a guilty plea, and should improve confidence in the justice system. Around 1,500 victims of sexual violence begin court action each year (where the offender is charged with a sexual violence offence).			

Evidence from the pilot of video victim statements demonstrates an increased probability of an early guilty plea of at least 50%, reducing secondary victimisation and reducing demand on the justice system (including court time, and time spent on remand). At a national level, Police respond to approximately 125,000 family violence incidents every year. s9(2)(f)(iv) Delivery and This initiative would maintain funding for specialist services design: contracted from NGO providers by MSD and by Oranga Tamariki. Sexual violence services are contracted nationally to local providers based on demand forecast models. Expanding funding for these services would strengthen the sustainability of these providers, and also enable them to address current, unmet demand for these services. Improving the justice response for victims of sexual violence would involve contracting specialist support from NGO providers, use of technology to allow more evidence and cross-examination to be recorded in advance of trial, and training and resourcing prosecution and defence lawyers to operate in this new model. Funding for video victim statements would cover the costs of the software licensing to record and store the videos, training and equipment for constables, and funding for Crown Law to establish case law for the use of these contemporaneous statements meeting the standards of the Evidence Regulations. s9(2)(f)(iv) Costing:

Attachment: Services proposed



Appendix 5: Budget Initiative 4

Title of initiative:	Leadership of Government's collective efforts to reduce family violence and sexual violence
Purpose / context:	This initiative will provide the staff and infrastructure of the business unit to support the operations of the family violence and sexual violence joint venture to prevent and eliminate family violence and sexual violence. The Joint Venture will provide the sustained, crossagency leadership and commitment necessary to deliver transformation through making critical shifts in the way we approach and counter family violence and sexual violence.
	s9(2)(f)(iv)
Outcomes:	The Joint Venture provides a significant opportunity to improve wellbeing. By ensuring the family violence and sexual violence sector functions in a more strategic and effective way, and by supporting public sector agencies in their efforts to reduce family violence and sexual violence, the Joint Venture will directly contribute to improving wellbeing for all New Zealanders through the effective reduction of family violence and sexual violence offending and the ongoing harm it causes.
	Effective and joined-up monitoring and evaluation will deliver better understanding of what works, why it works, and how it may be implemented wider to help more people. In the long term, this will feed back in to all areas of activity in the family violence and sexual violence sector, as understanding what works will be the foundation for future investment and strategic direction, meaning the long-term positive wellbeing impacts of family violence and sexual violence services and policies will be realised.
Description:	This funding will establish and maintain a new independent Joint Venture Business Unit (JVBU) within the Ministry of Justice to support the board of the Family Violence and Sexual Violence Joint Venture (composed of the Chief Executives of the Social Wellbeing Board and Chief Executives of Corrections, Police and ACC).
	The Family Violence and Sexual Violence Joint Venture is tasked with leading the whole-of-government response to family violence and

sexual violence, and will report to a group of responsible Ministers, led by the lead Minister for the Joint Venture, Jan Logie MP.

The Joint Venture will work in partnership with a Ministerially-appointed Te Rōpū on strategic policy and investment advice, and will engage with other groups to ensure diversity of experience and intersectionality of violence are addressed.

The Joint Venture Business Unit will:

- Lead and connect the system: setting a clear direction for the Government's commitment to reduce family violence, sexual violence and violence within whānau by developing a collective strategy, designed in partnership with the sector, Māori and the wider public, that establishes clear goals and targets. And building partnerships and relationships that support joint accountability and alignment.
- Prioritise system funding: providing strategic, whole-ofgovernment advice to Ministers on future Budget initiatives, the administration of funding and the purchasing and effectiveness of services, to ensure current settings will realise the long-term goals outlined in the strategy.
- Understand what works to improve the system: supporting
 the ongoing evaluation and continuous improvement of
 responses to family violence and sexual violence, to build the
 evidence base for effective interventions. And holding
 governments to account for making progress via the collection
 and public reporting on progress to achieving the outcomes,
 objectives and targets of the collective strategy.

In April 2018 Cabinet agreed to establish a dedicated body or agent within central government that has a stewardship role for the collective response to family violence and sexual violence. In September 2018 Cabinet further agreed that the dedicated agent should be in the form of a joint venture of the Social Wellbeing Board and the Chief Executives of Police, Department of Corrections and ACC.

The Parliamentary Under-Secretary to the Minister of Justice (Domestic and Sexual Violence Issues) announced the formation of the Joint Venture on 28 September 2018.

Delivery and design:

A Multi Agency Team was established in 2017 to drive the strategic work programme on family violence - including the development of proposals for a new integrated family violence system. Its work programme was expanded by the new government in late 2017, and it is tasked with supporting the work programme of the Parliamentary Under-Secretary to the Minister of Justice (Domestic and Sexual Violence Issues).

The Multi Agency Team became the interim Joint Venture Business Unit when the joint venture was publicly announced by Under-Secretary Logie on 28 September 2018.

Under this proposal the interim business unit will transition to the more permanent form:

- The Ministry of Justice will host the business unit providing accommodation, infrastructure and support.
- The director of the business unit will be employed by the Secretary of Justice, and will report directly to the Joint Venture Board.
- The director will appoint and manage the staff of the business unit, as employees of the Ministry of Justice.
- The director will hold the day-to-day relationship with the Lead Minister of behalf of the Joint Venture Board.

Cabinet has requested advice by December 2020 on the effectiveness of the joint venture approach to inform a decision on the long-term organisational form.



Costing:

Funding for the Joint Venture business unit would be allocated to the existing appropriation (departmental output expense) administered by the joint venture through Vote Justice. 59(2)(f)(iv)

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s9(2)(f)(iv)

9(2)(f)(iv)



Budget Sensitive

Parliamentary Under-Secretary to the Minister of Justice (Domestic and Sexual Violence Issues) Jan Logie MP

A package of family violence and sexual violence initiatives for Budget 2019

Date	14 March 2019		File reference		
Action	sought	Timeframe			
Forward	this briefing to the	he Ministerial Group		15 March 2019	
Agree t	he context and				
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Andrew Kibblewhite Chief Executive and Secretary for Justice		s9(2)(a)			
Sarah l	Holden	Director			
Stephen Glover Lead, Budget					
Minist	er's office to co	mplete			
		roved Ove	rtaken by events		
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Minister's office's comments					



Purpose

1.	This briefing seek		agreement t	o advice	from the	Joint	Venture	
	s9(2)(g)(i)	to final	ise the packa	ge of fan	nily violend	e and	sexual \	/iolence
	initiatives for Budg	et 2019. Att	ached are A3	providir	ig: a summ	nary of	the appr	oach to
	eliminating family	violence and	l sexual violer	ce, s9(2)	(g)(i)	-		
	s9(2)(g)(i)			and a ta	ble describ	oing the	e compo	nents of
	these initiatives an	d their scalin	a options.	_		-	•	

Background

- New Zealand has one of the highest rates of family violence and sexual violence in the developed world. Family violence and sexual violence have profound impacts on the safety of our children and on the health and wellbeing of our citizens, and they generate significant demand for the health system, justice sector and the welfare state.
- 3. Preventing and eliminating family violence and sexual violence are one of the greatest opportunities that government has to improve wellbeing for people currently affected by violence and for future generations growing up with violence. This will require a whole-of-government approach, working in partnership with communities to provide comprehensive, sustained and integrated support. A National Strategy and supporting action plan are currently being developed in partnership with Te Rōpū and will map out future investments for Budget 2020 and beyond. This Budget builds the critical foundations for future investment. It:
 - 3.1. Rebalances Government's expenditure and action towards earlier help and more prevention: to reduce offending and stop harm from occurring, and to disrupt the inter-generational transmission of harm;
 - 3.2. s9(2)(g)(i)
 - 3.3. Builds new ways of working across government, in partnership with communities and providers, to ensure that victims of family violence are safe;
 - 3.4. Ensures sustainable service delivery by recognising the value of our specialist service providers and funding them properly for the work they do; and
 - 3.5. Strengthens system leadership to provide vision, direction and accountability for the collective actions to prevent and eliminate family violence and sexual violence – through a national strategy, action plan and dedicated resources to support the joint venture.
- 4. Cabinet has agreed to establish a joint venture of Chief Executives to lead the collective response to eliminate family violence and sexual violence. The joint venture has been tasked with leading the preparation of a whole-of-government package for Budget 2019.

- This package seeks to:
 - 5.1. Increase investment in prevention by expanding existing campaigns and community led prevention, including for Pacific communities and Māori, s9(2)(f)(iv)

 s9(2)(f)(iv)
 and testing trauma-informed prevention activities targeted at young children;
 - 5.2. Lay the foundations for ensuring all families experiencing violence can receive appropriate support and help to keep them safe;
 - 5.3. Fund sexual violence providers fairly so that they can meet the growing demands for their services, and work with our courts to ensure they respond better to the needs of victims; and
 - 5.4. Fund the Joint Venture Business Unit to support strategic leadership and coordination of the Joint Venture.

Overall size of package

- The Government is committed to an ambitious package of actions to reduce FVSV, as a priority for Budget 2019. Joint Venture agencies have been working closely to develop this Budget 2019 package. Over proposals were sourced from agencies and aggregated into four cross-agency initiatives.

 59(2)(f)(iv)
- 7. Reflecting feedback and guidance, Joint Venture agencies have worked together to prioritise, sequence and moderate these initiatives: to focus on the costs that must be funded in Budget 2019. In doing so, we have taken a deliberate approach across a number of Budgets, building the foundations for transformation in Budget 2019 and deferring decisions on future growth and further steps to Budget 2020 and after.
- This Budget 2019 package has three themes:
 - 8.1. More prevention and improving child and youth wellbeing.
 - 8.2. Ensuring a safe, effective and consistent family violence response in every region.
 - Strengthening our response to victims of sexual violence through the availability and sustainability of specialist services and reforms to the justice system.
- 9. Our preferred option would cost \$\frac{\sigma(2)(f)(iv)}{\sigma(v)(f)(iv)}\$ This package would enable significant steps and progress towards the Government's priority and ambition for family violence and sexual violence. The initiatives will:
 - 9.1. Reduce the pipeline of future victims and offenders by strengths-based community development programmes, s9(2)(f)(iv) and testing new approaches to protect children from the effects of violence. Over time, more

- prevention will reduce demand on specialist FVSV services, and other government services (including Police, Corrections and Health).
- 9.2. Reduce the number of times, and severity, that victims, their families and whânau are experiencing violence, by ensuring that victims are supported and kept safe \$9(2)(f)(iv) \$9(2)(f)(iv)
- 9.3. Make it easier for victims (including children and youth) to access appropriate specialist sexual violence services and reduce the potential for court processes to do further harm to sexual violence victims.



13. Reducing the package below this level would require decisions to further limit action on one or more of the themes, deferring more to Budget 2020.

Prevention

- 14. There is an opportunity for Budget 2019 to clearly signal the Government's intention to reduce violence by investing more in prevention, and in particular actions aimed at children. This would also contribute to Government's commitment to address child poverty and child wellbeing. Very little (less than 2%) of our government spend on family and sexual violence goes towards violence prevention. Yet a substantial body of international and local evidence demonstrates that family violence and sexual violence can be prevented.
- 15. We should continue to invest in successful national and community driven campaigns to change norms, values and behaviours to promote a culture of non-violence. The three existing MSD programmes (E Tū Whānau, Campaign For Action (It's Not OK), and Pasifika Proud) have established infrastructure and relationships. Evidence suggests that they have been successful in achieving positive changes in behaviour

that can reasonably be assumed to support a reduction in family violence and sexual violence.

- 16. And we also need to focus more on child wellbeing. A violence-free childhood matters. Especially the early years of a child's life, when exposure to violence and unhealthy relationships can affect the child's cognitive development and shape life trajectories. Unfortunately, we know that most perpetrators of family violence and sexual violence have witnessed violence and/or experienced abuse as a child.
- 17. International evidence and advice from the Chief Science Advisors tells us that interventions targeted at children in the early years (0-5 years) and at school can significantly reduce the perpetration of violence when children reach adulthood.
- 18. s9(2)(f)(iv)
- 19. But for some young children we need more deliberate, intensive interventions. Providers, Government and communities are already trialling some innovative ways to intervene with young children and working with their families and whānau in communities with high rates of family violence and sexual violence. Effective interventions are focussed on improving attachment between mother and infant, and identifying and offering proper support to young children with preschool behavioural problems, such as low self-esteem, poor emotional regulation and antisocial behaviour.
- 20. Funding for these interventions tends to be ad hoc, often backed by philanthropic and other non-Government sources to fill funding gaps. In line with the advice of the Chief Science Advisors, there is significant benefit in getting behind these emerging and promising practices, doing more of them, measuring them, and allowing what is learned to inform next steps at the regional and national level. The trauma-informed early years initiative builds on existing community leadership, initiatives and strong evidence of potential impact.
- 21. This last prevention component would be a new programme of investments and it involves greater risk, mitigated by taking a deliberate pilot approach. You Matter To Us in Christchurch have a well-developed proposal; two other locations are still being developed working with Place-Based Initiatives.

Integrated Community Responses to Family Violence

- 22. The current response to victims of family violence is fragmented, complicated, and places the burden on victims to identify and access the help they need. Coordination of services for people experiencing family violence often is ad hoc. Not all the needs are identified and understood meaning that people and the wider whānau are 'falling through the cracks'.
- 23. We have a much better understanding of how different government departments can work together, in partnership with communities, iwi and providers, to provide a more effective response to family violence, where victims and their families are made safe.

24. The proposed approach is based heavily on international best practice and builds on learnings from the two ISR pilots in Christchurch and Waikato and other community initiatives.



- 27. ISR is an example of "one government" with agencies working together regionally with real time information to deliver more effective services to victims, perpetrators and the whole whānau. The benefits include: reduced harm to victims, reduced offending, and improved outcomes for children and Māori.
- 28. Key findings from the Christchurch and Waikato ISR pilots show:
 - 28.1. Māori victims experienced an 18% reduction in rates of FV re-victimisation estimated 3,300 reduced victimisations per year when applied nationally;
 - 28.2. One third of high risk cases were de-escalated to medium risk, and approx. two thirds had no further family harm episodes;
 - 28.3. Whānau valued the support they received through ISR, and kaupapa Māori providers felt ISR better enabled them to support whānau; and
 - 28.4. 90% of sector stakeholders saw the pilots as either effective or very effective, and 80% saw ISR as providing a good return on investment.
- 29. The proposed package builds the foundations for an effective response across the country. This would include investment in capability to ensure safe practice, s9(2)(f)(iv) and the application of common tools such as standardised risk assessment frameworks and service standards. It includes complementary funding such as the Ministry of Health VIP that will support effective screening and referrals in health settings and prepare their staff to be more effective participants in an integrated agency response, and transitional funding for MSD family violence coordinators, which is time limited.

Specialist services and justice sector reforms

30. The specialist services initiative increases funding to essential sexual violence services, recognising that for too long now we have asked our specialist sexual violence organisations to provide services on a largely voluntary basis. The funding will put our providers onto a more sustainable financial and professional footing, whilst at the same

time allow them to meet the growing demand for their services. Particularly important is the provision of specialist sexual services for children.

- 31. The initiative also provides enhanced support for victims of family violence and sexual violence in the justice process.
- 32. This initiative aggregates several distinct elements:
 - 32.1. Sexual harm crisis support for children and youth victims, and services for children and youth displaying concerning and harmful sexual ideation 59(2)(f)(iv)
 - 32.2. Sexual harm crisis support for adults, for male survivors of sexual violence, kaupapa Māori specialist sexual violence services, and psycho-social support for victims of sexual violence navigating the criminal justice system \$9(2)(f)(iv)
 - 32.3. Harmful sexual behaviour services for non-mandated adults, and services for harmful sexual ideation ^{S9(2)(f)(iv)}
 - 32.4. Justice sector reforms to improve the justice sector response to sexual violence \$9(2)(f)(iv) and
 - 32.5. National coverage of video victim statements for victims of family violence, currently a pilot in South Auckland \$9(2)(f)(iv)
- There is limited scope to scale the sexual violence services further.

Joint Venture Business Unit

34. Cabinet has made clear decisions about the priority and ambition around family violence and sexual violence and the role for the joint venture. The joint venture will need significant support to deliver on these functions.

35.	The current busines	s unit (and the multi-agenc	y team prior to	September) 8	are likely to
	cost s9(2)(g)(l)	in 2018/19. s9(2)(f)(iv	7)		
	s9(2)(f)(IV)				

A focus on Māori and Pacific communities

Māori are disproportionately affected by violence. Understanding violence within Māori whānau requires placing it within the social, historical, political and cultural experience of Māori wāhine, tāne and tamariki. Western approaches to responding to violence have not been effective for Māori. We have therefore invested in developing services delivered by Māori for Māori.

S9(2)(f)(iv)

36.1. s9(2)(f)(iv)	
36.2.	
36.3.	



- 37. In addition, the early years prevention proposal contains several initiatives that will employ kaupapa Māori approaches, co-designed with local whānau Māori, iwi and Māori experts, and delivered in Māori communities with high levels of violence and deprivation. For example, a comprehensive model of care for young mums and their babies, currently operating within Pacific communities in South Auckland will be adapted and delivered to whānau Māori within South Auckland.
- 38. Pacific peoples are also disproportionately affected by violence: Pacific students are three and a half times as likely to report witnessing adults hitting other adults in their homes than their New Zealand European counterparts. Yet there are very few Pacific family and sexual violence services available. In the preventative space, further investment through this Budget in Pasifika Proud will ensure Pacific communities can build on existing violence prevention work and reach more Pacific communities.

Meeting the needs of diverse communities

- People with disabilities, older people, rainbow, ethnic and migrant communities have distinct needs, but service providers are not resourced or supported to develop programmes to meet the needs of these groups.

 \$\frac{59(2)(f)(iv)}{59(2)(f)(iv)}\$ and MSD led prevention programmes will likewise look to build resilience against violence within these diverse communities.
- 40. However, there are specific violence prevention needs of these diverse communities that are currently unmet. specific investment through this Budget to build prevention action for these diverse communities. Investment from Budget 2019 should focus on building our understanding of the specific needs of these communities to ensure that subsequent investment is effective.

Options, Trade-offs and Next Steps

- 41. The attached A3s set out:
 - 41.1. Details of the proposed package; and
 - 41.2. Specific scaling options should scaling be required to fit within the available allocation.
- 42. A meeting of the Ministerial Group on FV and SV is scheduled for 10am Tuesday 19 March to discuss the package prior to a Budget bilateral on Thursday 21 March. The

meeting is an opportunity to confirm the proposed package and agree scaling priorities should scaling be required to fit within a given allocation.

Recommendations

- 43. It is recommended that you:
 - 43.1. Note the ambition and priority set by Cabinet for Family Violence and Sexual Violence suggests a package of \$9(2)(f)(iv)\$
 - 43.2. Note that this package is focused tightly on the initial steps that must be funded in Budget 2019, and lays the foundations for further action in Budget 2020 and Budget 2021;
 - 43.3. (s9(2)(f)(iv)
 - 43.4. Note a Ministerial Group meeting is scheduled for 19 March to discuss the package prior to a Budget bilateral on Thursday 21 March;

basis to: 43.5.1. Agree the proposed package; and 43.5.2. Confirm the priorities for scaling. Andrew Kibblewhite Chief Executive and Secretary for Justice On behalf of the Social Wellbeing Board - Family Violence and Sexual Violence Joint Venture APPROVED SEEN NOT AGREED s9(2)(g)(i)s9(2)(g)(i) Jan Logie MP Parliamentary Under-Secretary to the Minister of Justice (Domestic and Sexual Violence Issues) s9(2)(g)(i) Date / L/03 / 2019 Attachments: • A3 summary of the approach to eliminating family violence and sexual violence · A3 showing preferred package of initiatives and three options to manage to a lower

A3 table describing the components of these initiatives and their scaling options

9

43.5. Forward this briefing to the Ministerial Group on FV and SV as a



Eliminating family violence sexual violence and violence within whānau



Budget Sensitive – as at 19 March

Building the foundations for transformation across multiple budgets





















Naku te rourou nau te rourou ka ora ai te iwi

With your basket and my basket the people will live



Eliminating family violence sexual violence and violence within whanau

Doing things differently to eliminate family and sexual violence

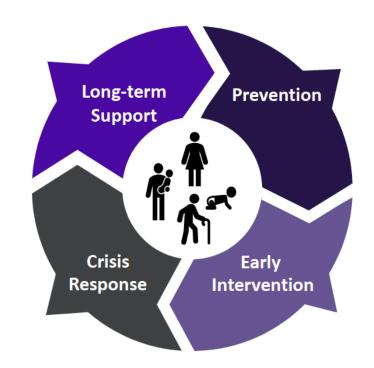
To **eliminate** family and sexual violence and violence within whānau, we must put New Zealanders at the heart of our work.

Victims and survivors of violence have told us what they need. We've listened, and together the Joint Venture will transform the system so people at their most vulnerable can **get out, be safe,** and **access services** that will make a difference to *their* situation.

The system will:

System leadership

- Prevent harm and intervene early to stop or minimise violence before it occurs.
- Wrap an effective crisis response around victims and their children and whanau.
- Provide long-term support for victims and perpetrators to rehabilitate and reduce re-offending.



Supports more effective prevention, early intervention, crisis response and long-term support across all timeframes.

Critical Shifts to drive this transformation		And increase wellbeing by:			
		within 3 years	3 – 10 years	10 – 20 years	
	Earlier help and more prevention	Early intervention leading to less violence and greater child wellbeing (less behavioural issues and better physical health)	Reduced offending Fewer victims Communities actively challenge violence	↓children grow into adults that use violence Social attitudes and norms are non-violent	
	Sustainable service delivery	Families and individuals experiencing violence receive timely support, stopping harm faster. Safe and sustained support leads to greater wellbeing for families and staff. Focus on recovery leads to improved health, ability to engage in employment, more hope for the future, reduced reoffending and fewer revictimisations.			
	New ways of working in partnership with communities, providers and each other	More recovery. Reduced reoffending and future harm avoided. Earlier intervention to avoid harm (improved physical and mental health, etc).			
	Understanding the complexity and diversity of FVSV, and responding appropriately	Supports more effective prevention, early intervention, crisis response and long-term support across all timeframes.			

This page has been withheld in accordance with section 9(2)(f)(iv) of the Act and has been removed.

Preferred Package... and scaling options \$m 4 year totals Scaling Pref Lead s9(2)(f)(iv)**PREVENTION of Family Violence and Sexual Violence** More prevention to avoid harm before it occurs s9(2)(f)(iv)· Investments have potentially broad well-being impacts. New community-based prevention pilots focusing on trauma-informed support in early years, in three locations - time limited to 3 years. Aims to break the intergenerational cycle of violence. Potential for philanthropic co-funding. \$9(2)(f)(iv) s9(2)(f)(iv) s9(2)(f)(iv) Seed funding to support development of violence prevention programmes in diverse communities including LGBTQI+, elderly, youth, disability and new migrants Expanding existing MSD community prevention programmes – Campaign for Action (It's Not OK), E Tū Whānau, and Pasifika Prouce (2)(f)(iv) 30.8 MSD CRISIS RESPONSE – FAMILY VIOLENCE s9(2)(f)(iv)Cross-agency Integrated Community Responses to Ensure Safety & Improve Wellbeing (ICR) Address high level of fragmentation in family violence sector with better outcomes for victims, families, whānau and perpetrators through a new system approach Address time limited funding for existing sites. Build critical common infrastructure and capability s9(2)(f)(iv)and build foundations of good practice nationally s9(2)(f)(iv)s9(2)(f)(iv)Continue running existing ISR sites in Christchurch and Waikato (addresses time-limited funding). Regional teams, operating costs, and training for providers. Includes 27.1 Contracted family violence specialist services for existing ISR sited (addresses time-limited funding). NGO providers. ≥ 80% of site costs. 2 yrs time-limited funding only **Police** Stabilise Health Violence Intervention Programme (VIP) - ongoing funding to stabilise, and funding to scope extension to primary care MOH s9(2)(f)(iv)s9(2)(f)(iv)8 Continue Proximity alarms pilot – provides alerts when perpetrators and victims are in proximity in existing sites. \$9(2)(f)(iv) **Police** 9 10 Continue existing WNPH sites for 2 years - funding for coordinating teams, largely sourced from NGO/iwi providers **Police** s9(2)(f)(iv)s9(2)(f)(iv)11 s9(2)(f)(iv) s9(2)(f)(iv)JV 12 Develop and implement case management system to allow cross-agency prioritisation. Note: also involves \$4m capex \$9(2)(f)(iV) 13 **Police** s9(2)(f)(iv) 14 Police Video Victim Statements - service transformation implementing national roll-out based on pilot and ongoing sustainable funding. Allows statements to be taken at the scene by Police in response to family violence incidents. Demonstrated improvement to victim experience, time savings in the justice system and in Police, with increased early guilty pleas. **CRISIS RESPONSE – SEXUAL VIOLENCE** s9(2)(f)(iv)Specialist services to better support victims and respond to users of violence Build a more coherent and comprehensive crisis response services response to victims and perpetrators of sexual violence and their families s9(2)(f)(iv)and for perpetrators to rehabilitate and reduce re-offending nd puts funding on a sustainable basis s9(2)(f)(iv)Increased availability and sustainability of sexual violence services for children, young people and adults Sexual harm crisis support services for children and youth – new age appropriate services S9(2)(f)(iv)Services for children and youth displaying concerning and harmful sexual ideation – significantly extended service \$9(2)(f)(iv) 17 Improve access to sexual harm crisis support services – increase in funding sustainability and increases service capacity from 8,900 \$9(2)(f)(iv) \$9(2)(f)(iv) 50.6 s9(2)(f)(iv) MSD 18 s9(2)(f)(iv)s9(2)(f)(iv) 19 Wellbeing of male survivors of sexual violence – addresses time limited funding, sustainability and expands service capacity to s9(2)(f)(iv)s9(2)(f)(iv)20 Treatment services for concerning sexual ideation – new service s9(2)(f)(iv)s9(2)(f)(iv) MSD 21 22 Harmful sexual behaviour services for non-mandated adults - addresses time limited funding and expands capacity focus on developing provider capacity and capability \$9(2)(f)(iv) 23 Psycho-social court support for victims/survivors of sexual violence going through the criminal justice system. New service \$9(2)(f)(iv) 24 Justice Sector Response - Enhanced support for victims in the justice process s9(2)(f)(iv) _{MOJ} Improving the justice response to sexual violence - training, education and court process reforms, including allowing victims/survivors to pre-record their crossexamination. Reduces the potential for court processes to do further harm to sexual violence victims, Note: involves \$6m capex. \$9(2)(f)(iv) 20.0 Joint Venture - Strategic leadership and coordination Optimised business unit to support JV, drawing on agency resources, with ongoing funding to reflect enduring work programme 20.0 JV

TOTAL \$9(2)(f)(iv)